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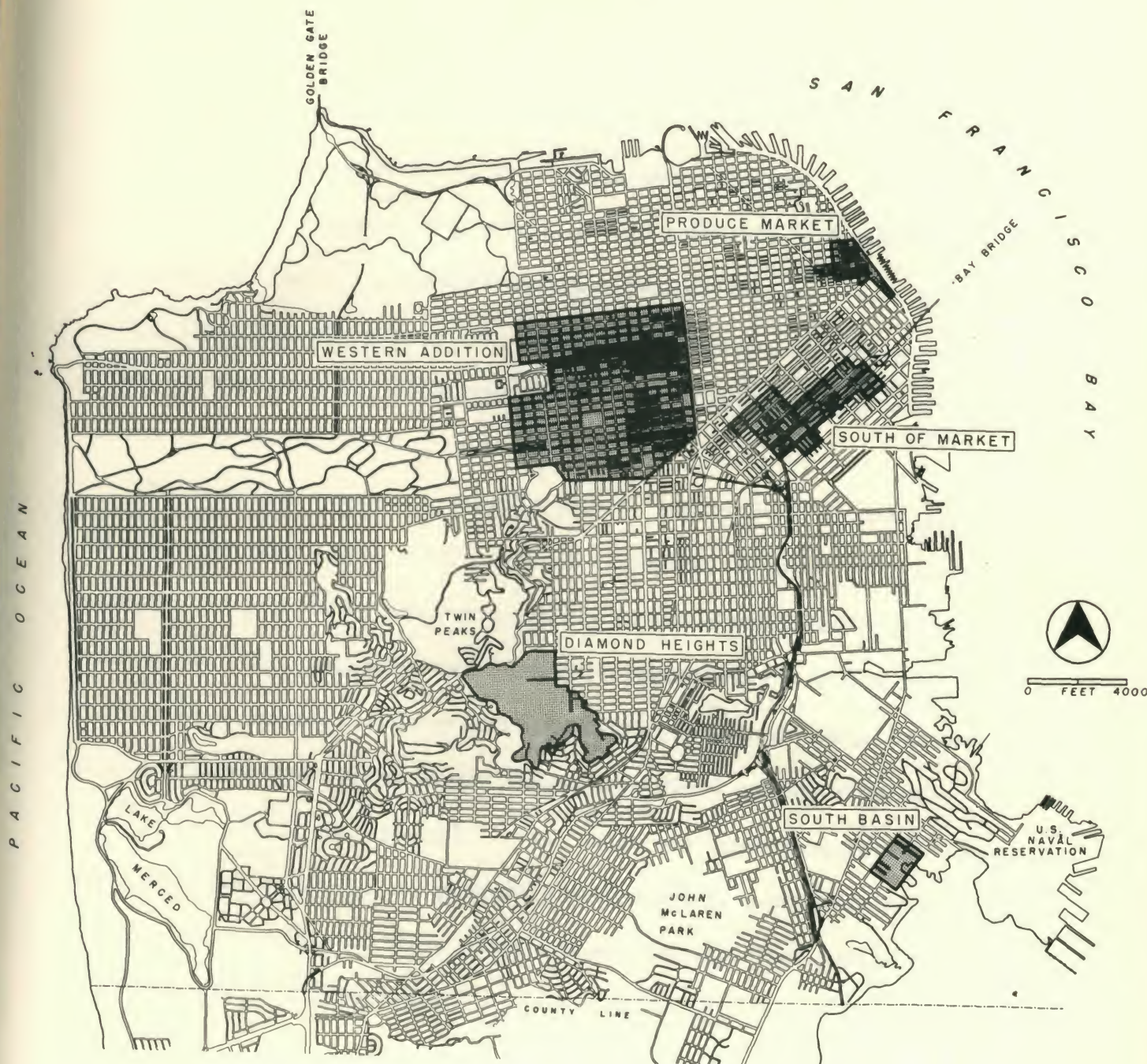


HOUSING AND NEIGHBORHOOD
CONDITIONS IN SAN FRANCISCO
a classification of areas for urban renewal

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SAN FRANCISCO DEPARTMENT OF CITY PLANNING

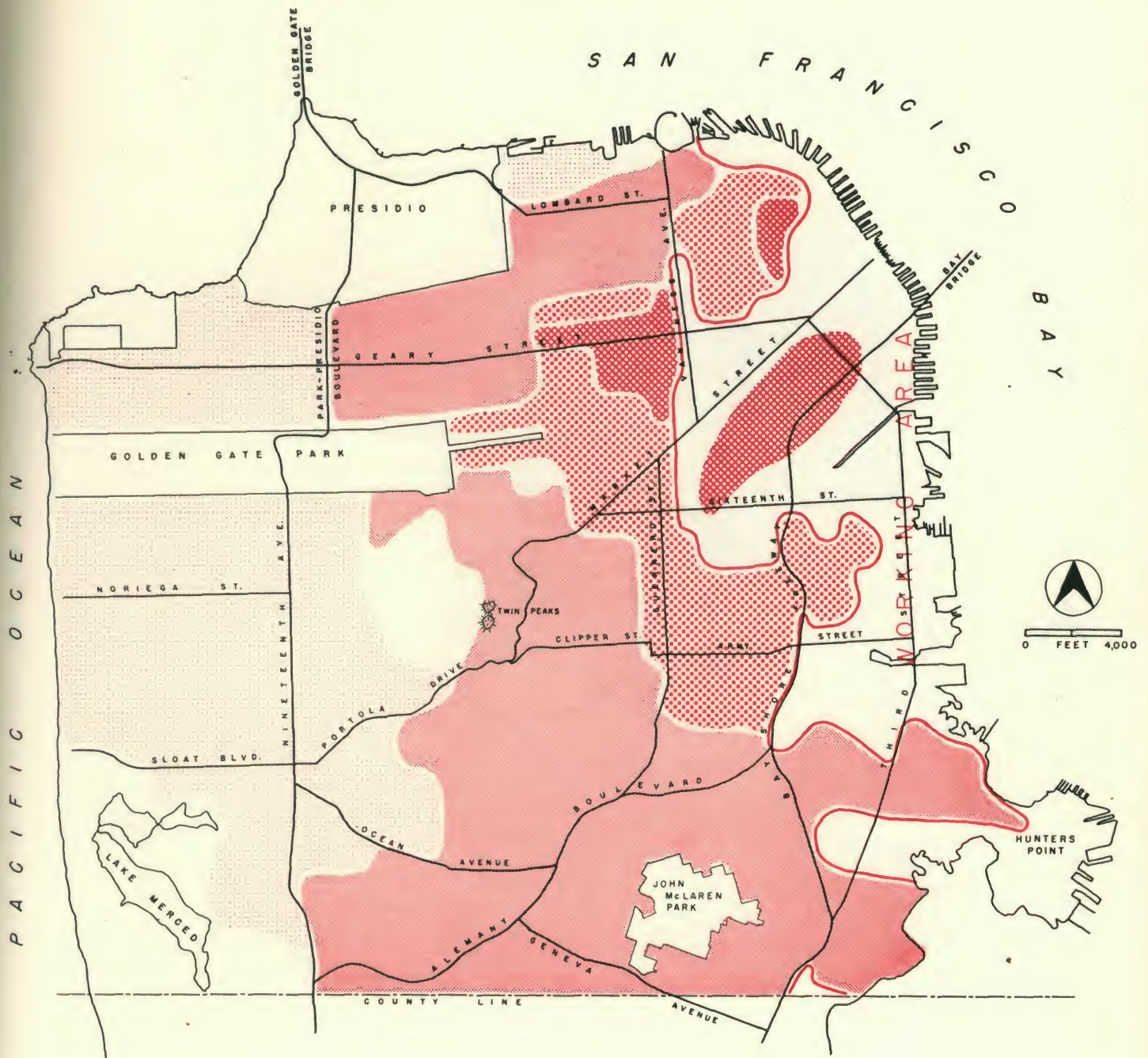


HOUSING AND NEIGHBORHOOD CONDITIONS

REDEVELOPMENT AREAS

- REDEVELOPMENT AREAS
- WESTERN ADDITION PROJECT AREA NUMBER ONE

1



HOUSING AND NEIGHBORHOOD CONDITIONS

CLASSIFICATION OF AREAS FOR URBAN RENEWAL

AREAS SUITABLE FOR:



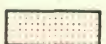
REDEVELOPMENT



REHABILITATION



CONSERVATION

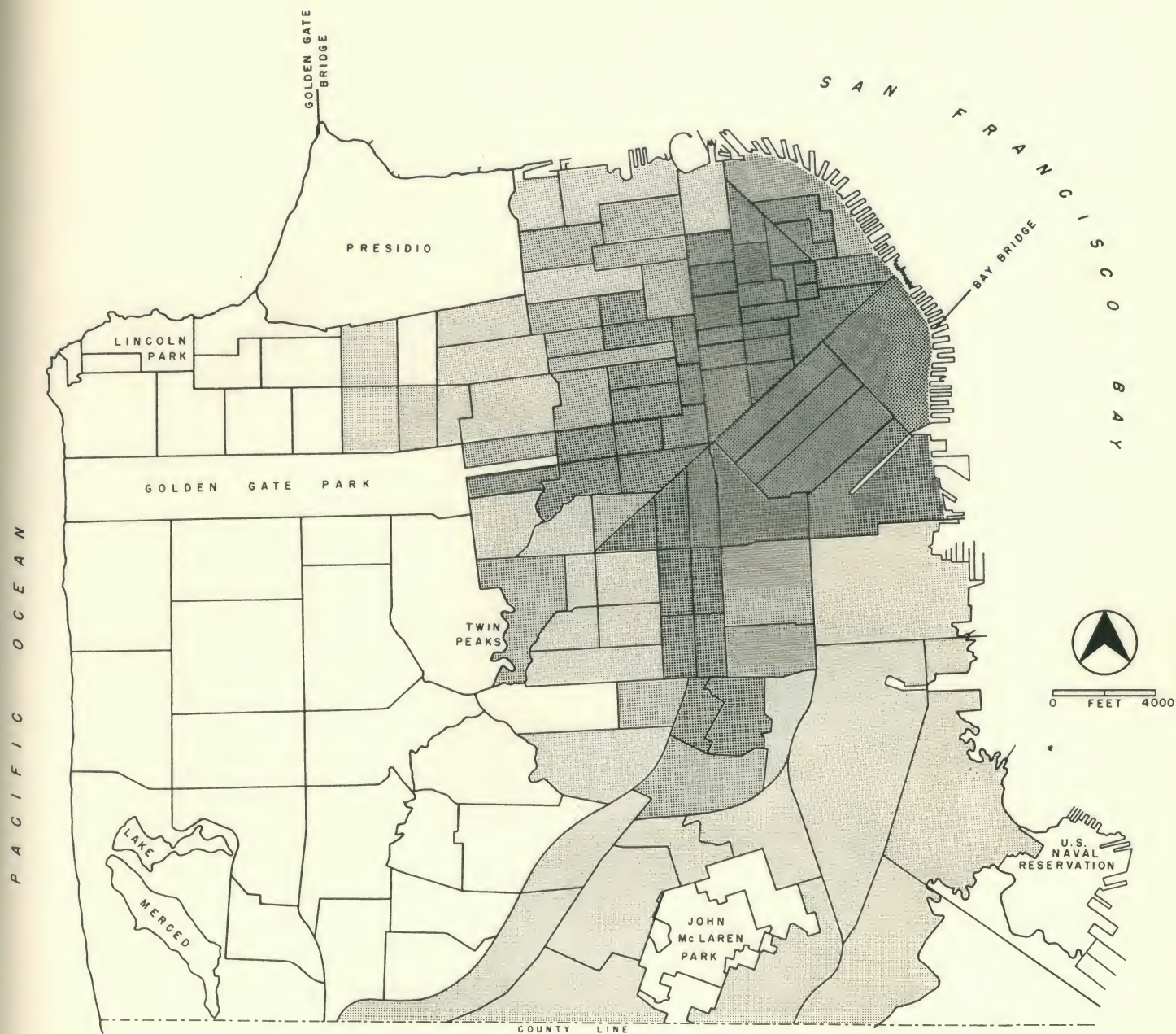


STABLE AREA



RESIDENTIAL COMMUNITY AREA - WORKING AREA BOUNDARY

2

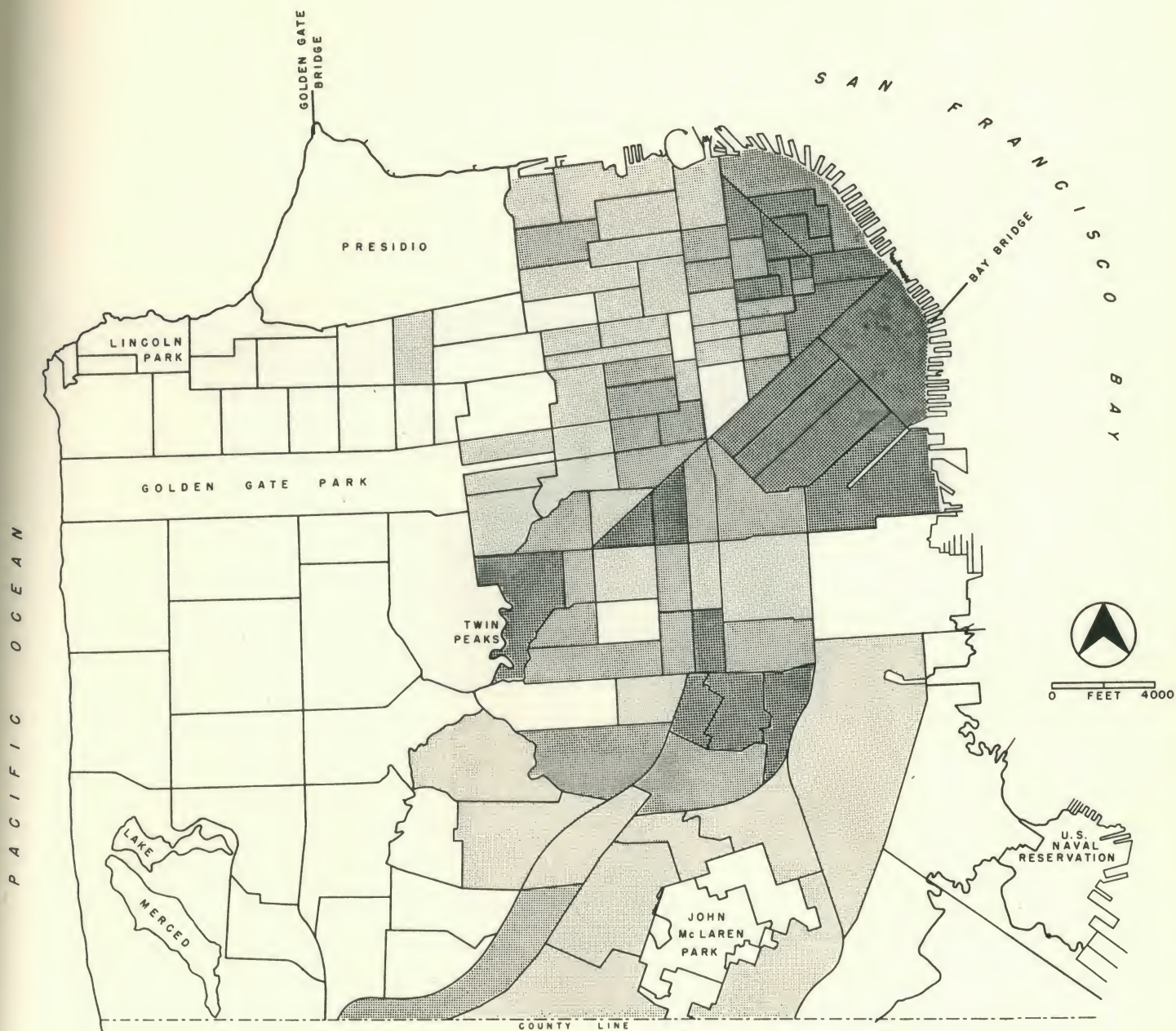


HOUSING AND NEIGHBORHOOD CONDITIONS
STRUCTURAL CHARACTERISTICS

FRONT AND REAR YARDS

THE DARKER THE SHADING
THE LESS THE SETBACK
FROM FRONT AND REAR
LOT LINES. (BY CENSUS
TRACT)

Source: see text

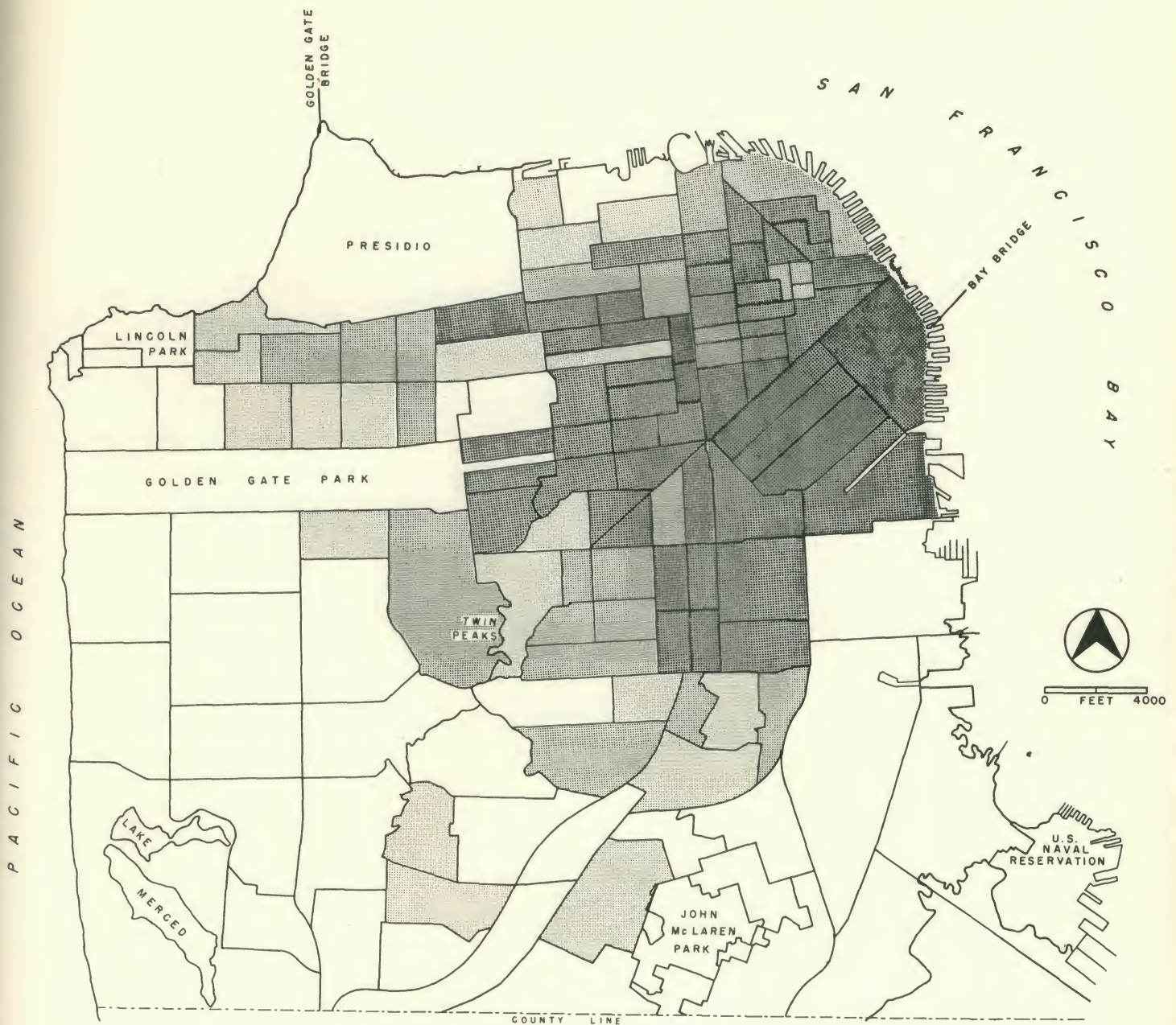


HOUSING AND NEIGHBORHOOD CONDITIONS
STRUCTURAL CHARACTERISTICS

LOT SIZE AND SHAPE

THE DARKER THE SHADING THE GREATER THE PRESENCE OF LOTS LESS THAN 25 FEET WIDE, 100 FEET DEEP OR EXCESSIVELY DEEP. (BY CENSUS TRACT)

Source: see text

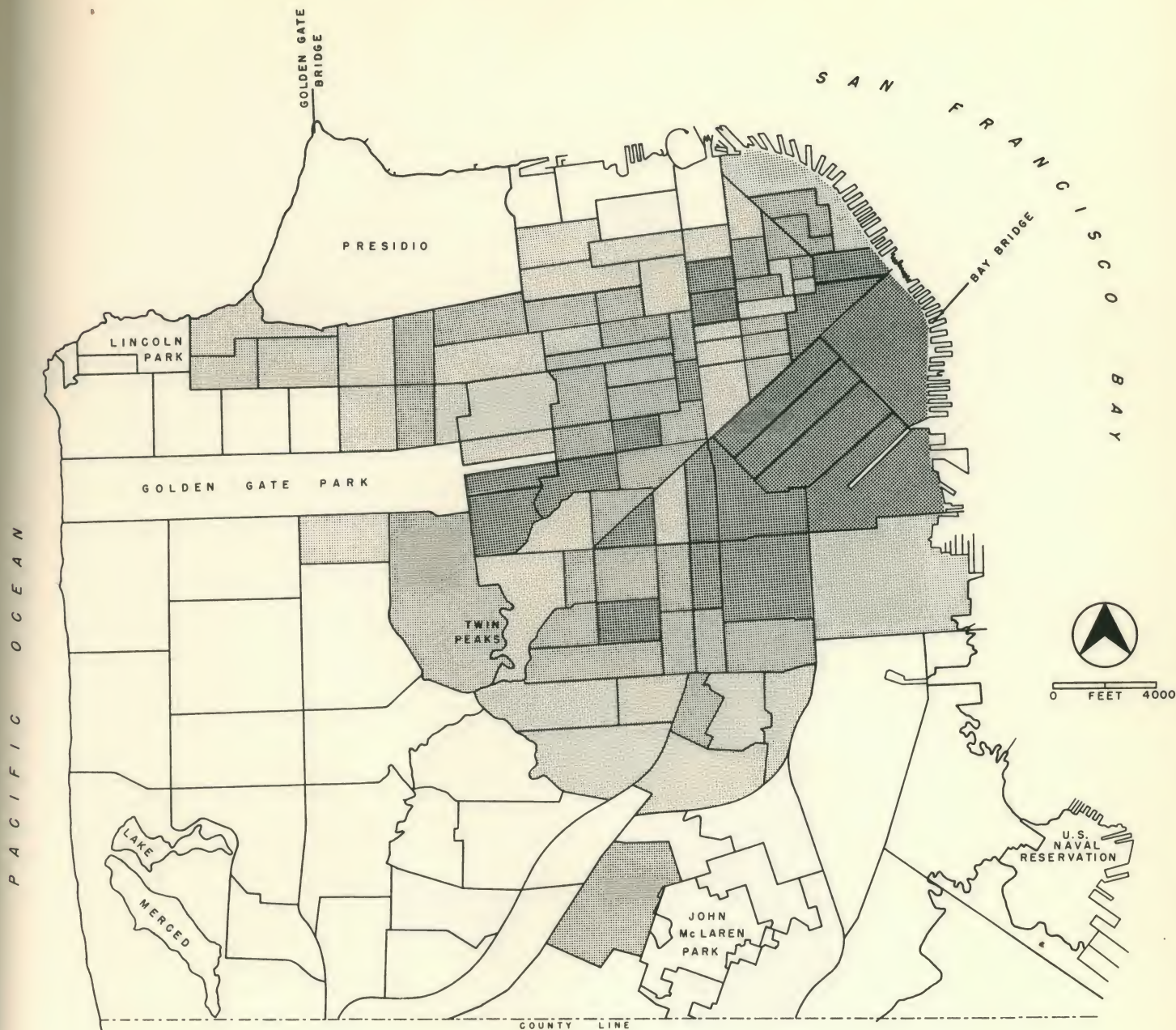


HOUSING AND NEIGHBORHOOD CONDITIONS STRUCTURAL CHARACTERISTICS

DETERIORATION RATE

SHADINGS FROM LIGHT TO DARK
SHOW SUCCESSIVELY GREATER
PRESENCE OF STRUCTURAL TYPES
THAT HAVE A TENDENCY TO
FALL INTO DISREPAIR.
(BY CENSUS TRACT)

Source: See text



HOUSING AND NEIGHBORHOOD CONDITIONS STRUCTURAL CHARACTERISTICS

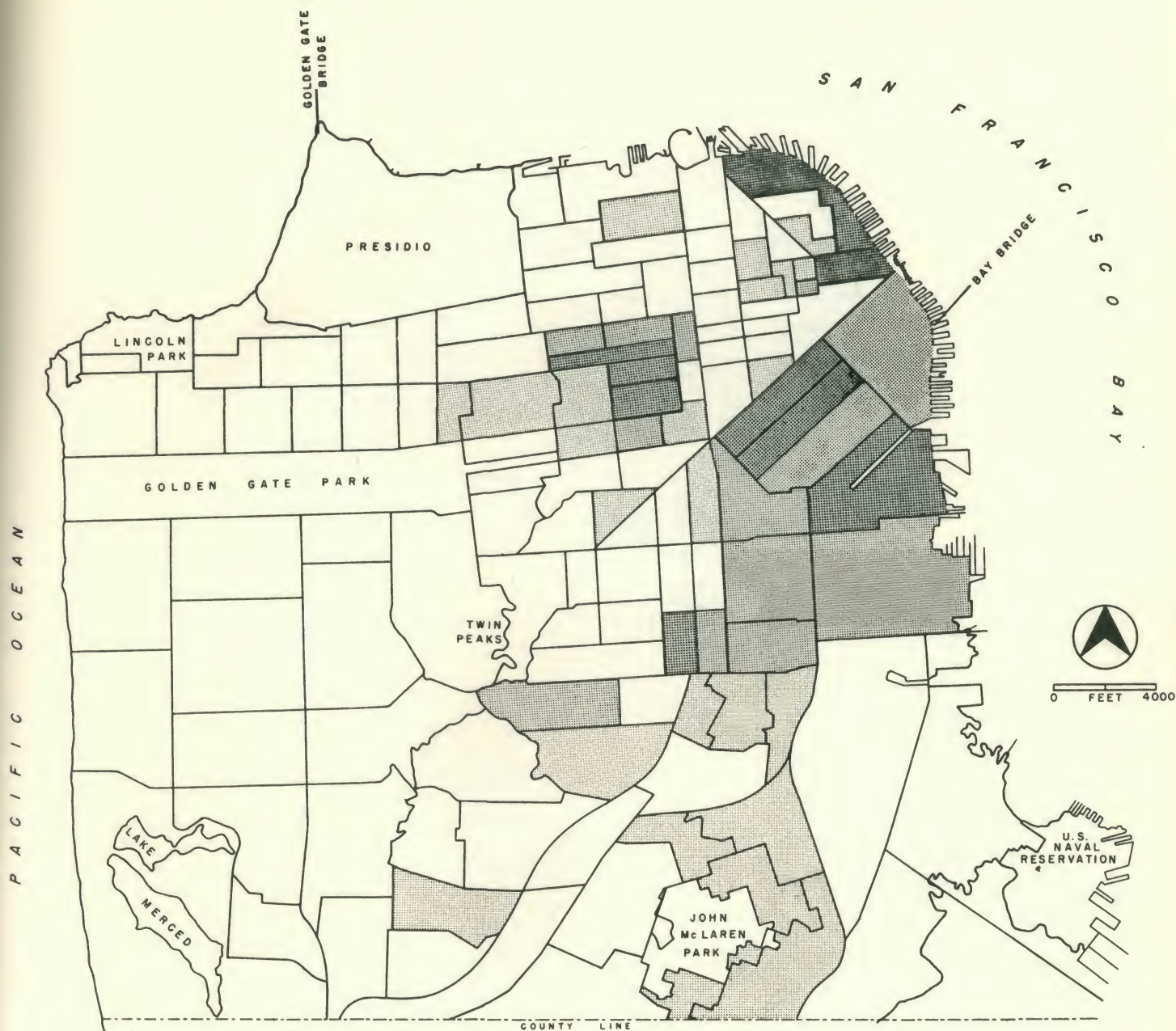
AGE OF DWELLING UNITS

PER CENT OF DWELLING
UNITS ERECTED IN 1919
OR EARLIER.
(BY CENSUS TRACT)

Source: 1950 Census of Population.

	0 - 33 %
	34 - 67 %
	68 - 83 %
	84 - 100 %

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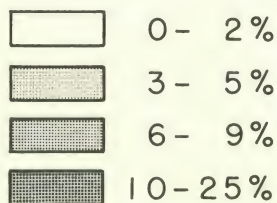


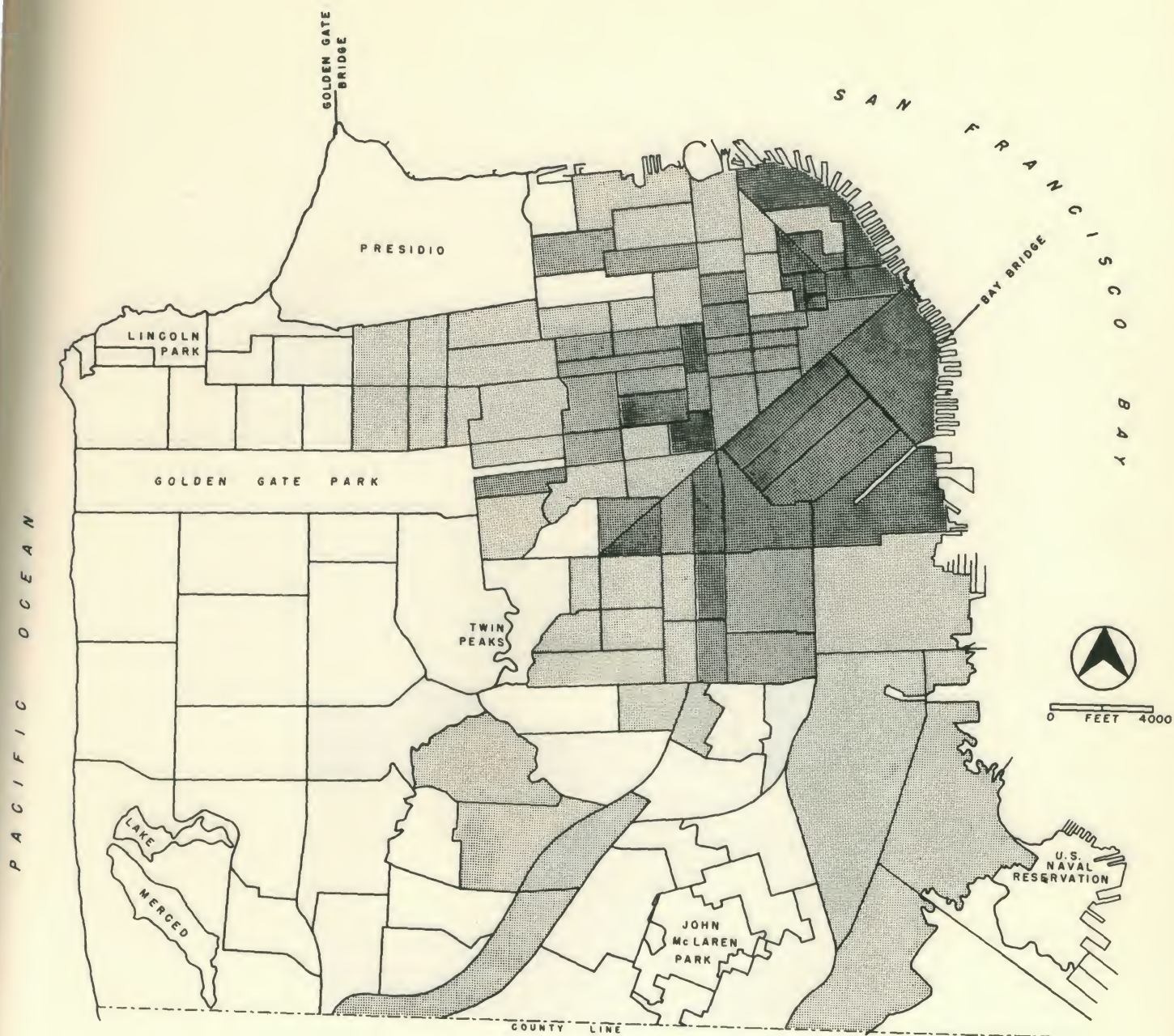
HOUSING AND NEIGHBORHOOD CONDITIONS STRUCTURAL CHARACTERISTICS

DILAPIDATION

PER CENT OF DWELLING
UNITS DILAPIDATED OR
WITHOUT RUNNING WATER
(BY CENSUS TRACT)

Source: 1950 Census of Population.





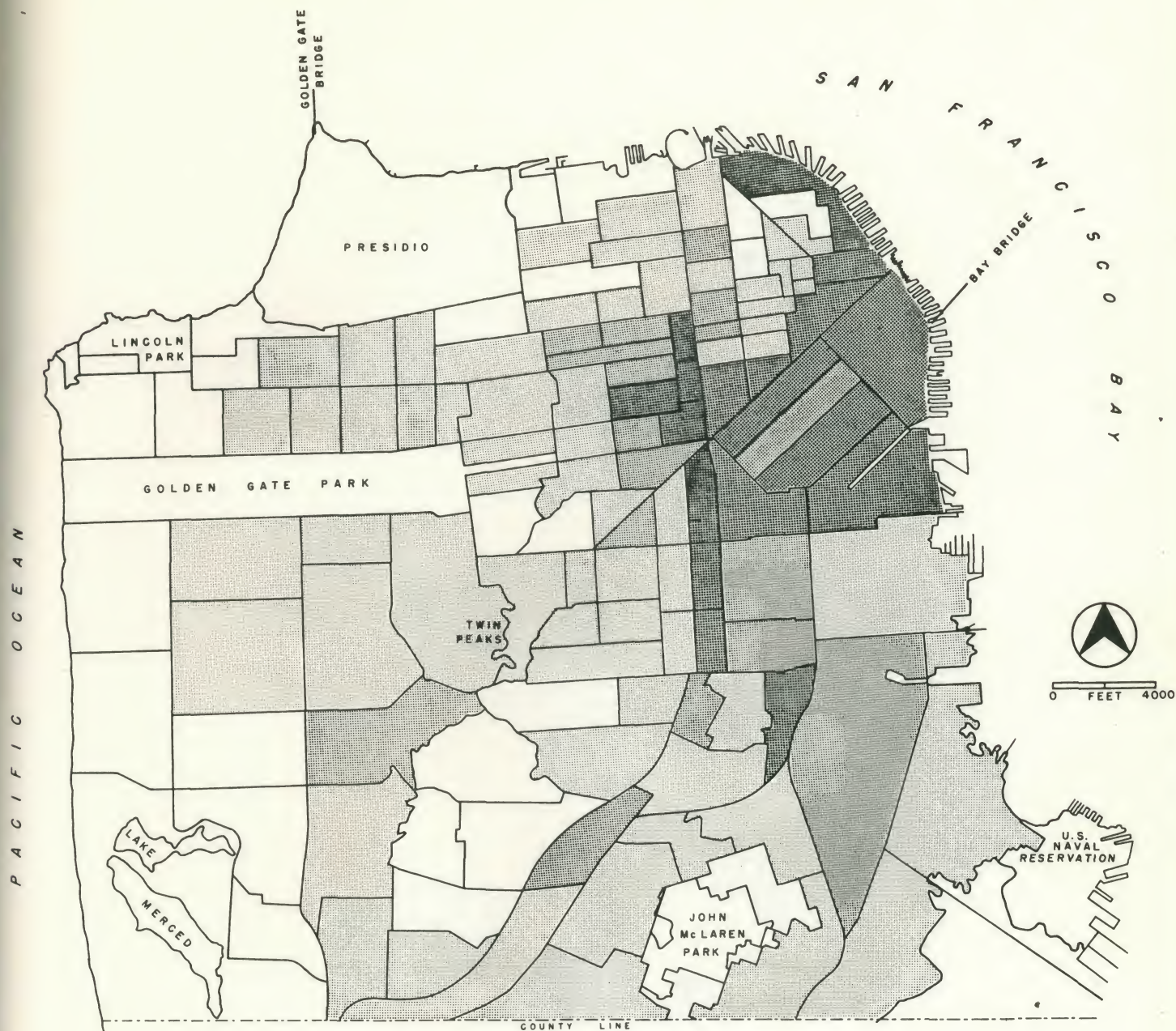
HOUSING AND NEIGHBORHOOD CONDITIONS NEIGHBORHOOD CHARACTERISTICS

MIXED LAND USE

THE DEGREE OF INTERMIXTURE
OF COMMERCIAL AND INDUSTRIAL
USES WITH RESIDENTIAL USES
(BY CENSUS TRACT)

Source: see text

- SLIGHT
- MODERATE
- CONSIDERABLE
- EXTREME

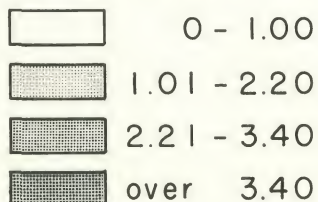


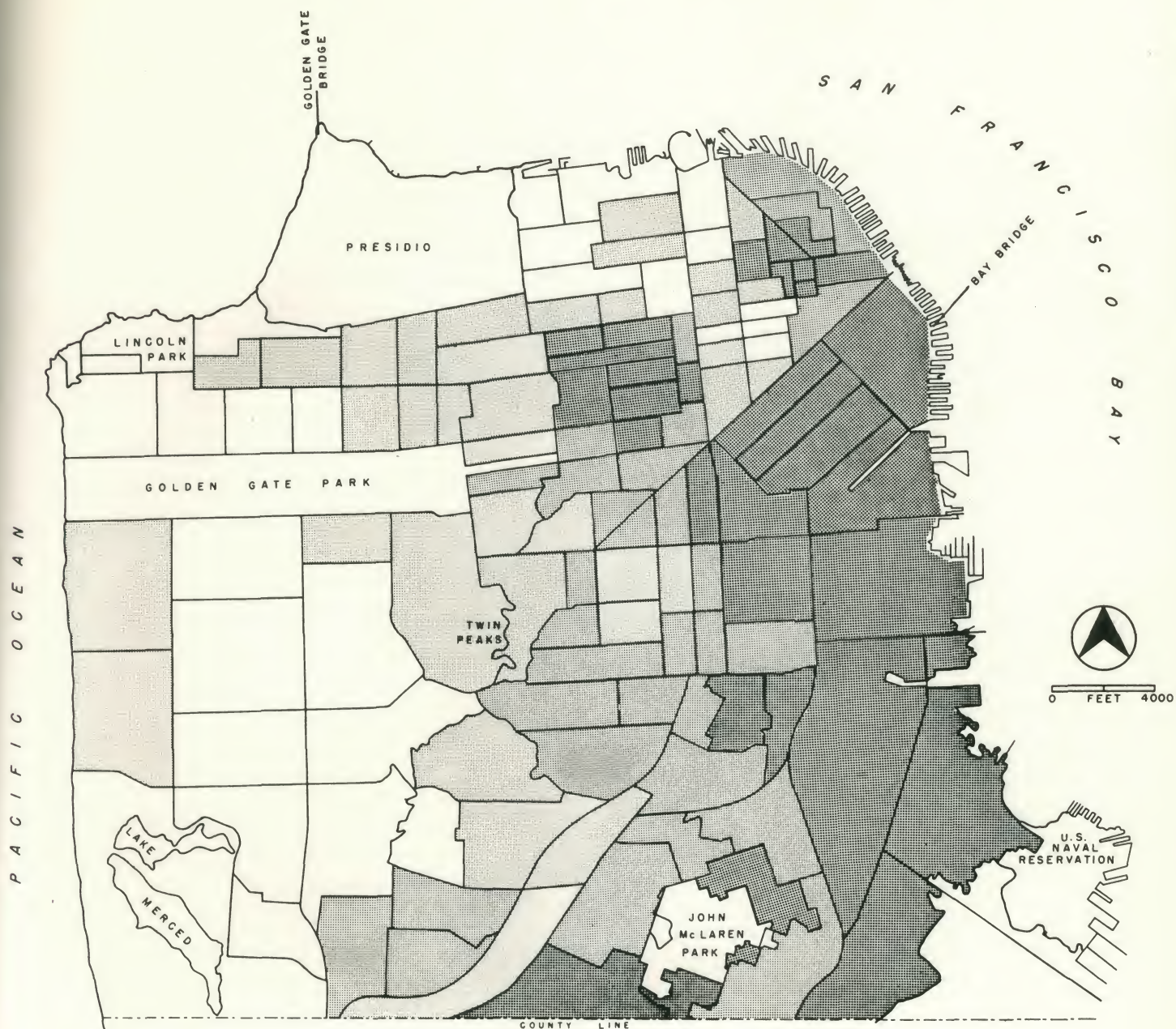
HOUSING AND NEIGHBORHOOD CONDITIONS
NEIGHBORHOOD CHARACTERISTICS

TRAFFIC ACCIDENTS

NUMBER OF ACCIDENTS
PER HUNDRED POPULATION
(BY CENSUS TRACT)

Source: Police Dept. Traffic Accident Statistics 1950



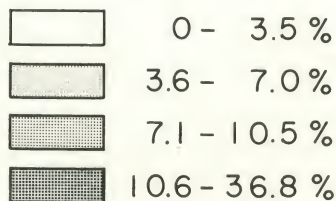


HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

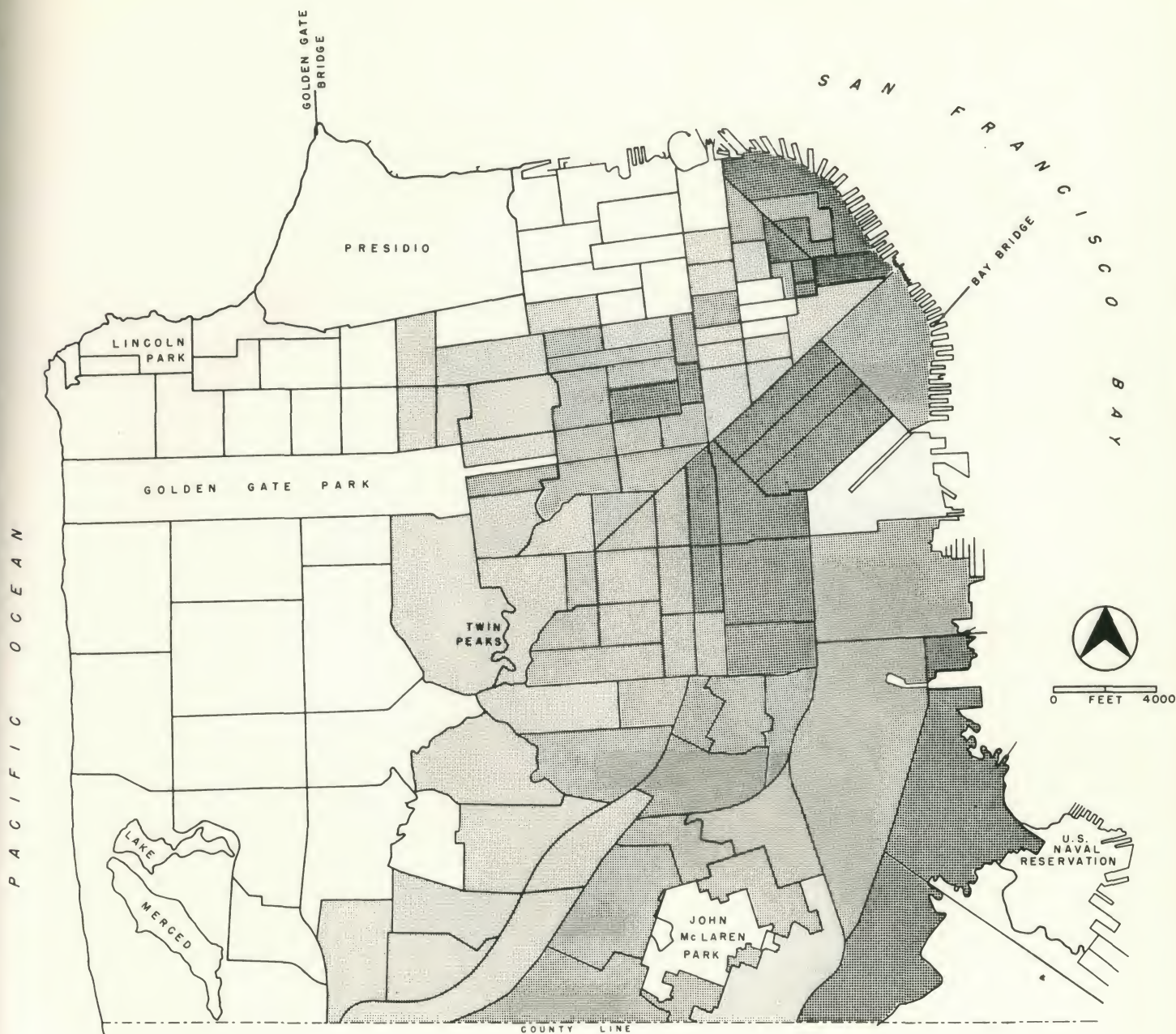
OVERCROWDING

PER CENT OF DWELLING
UNITS WITH MORE THAN
ONE PERSON PER ROOM
(BY CENSUS TRACT)

Source: 1950 Census of Population.



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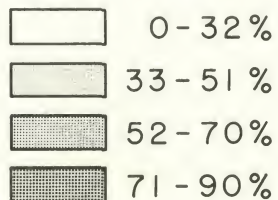


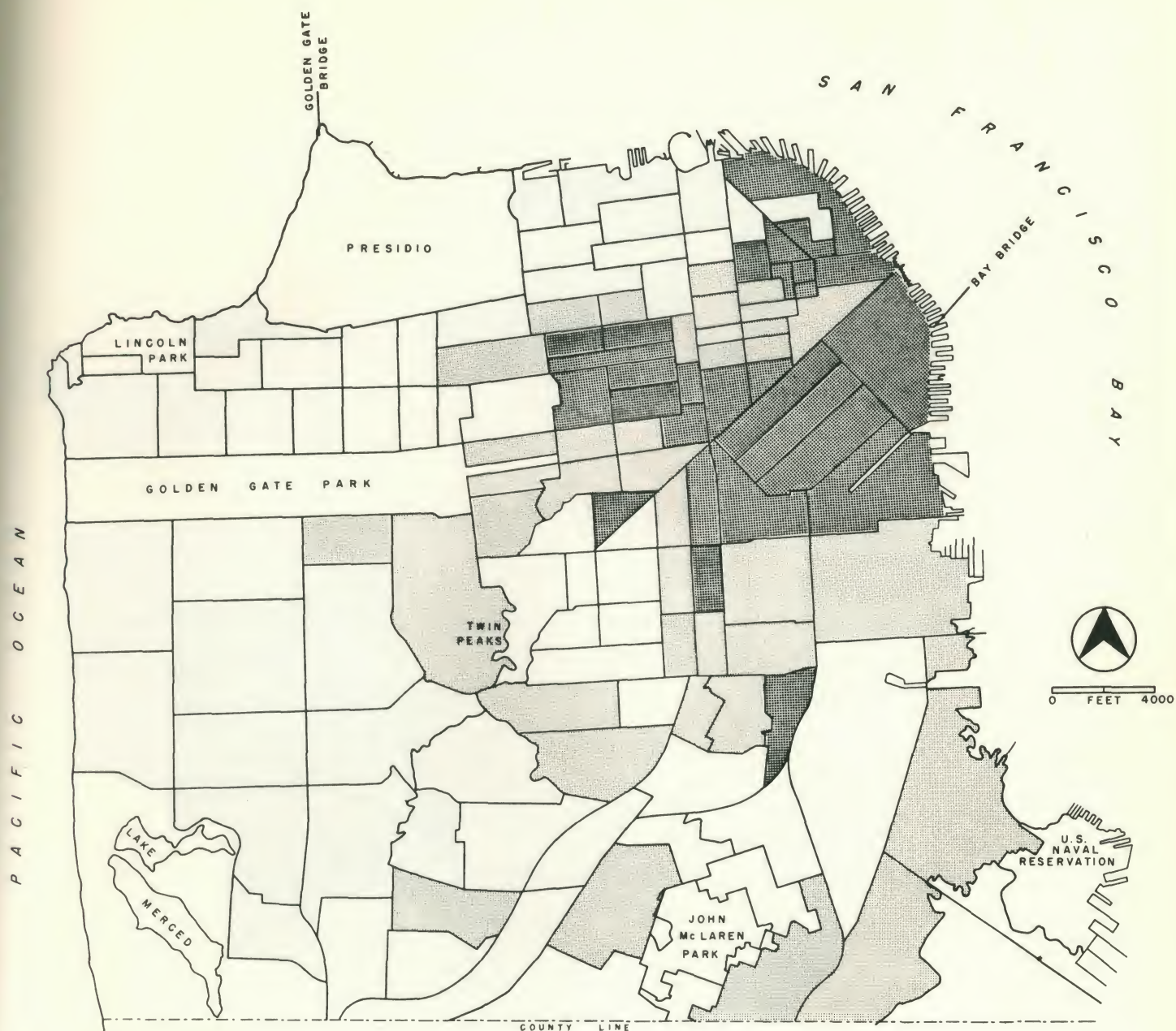
HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

MONTHLY RENT

RENTAL UNITS WITH RENT
UNDER \$40.00 (BY CENSUS
TRACT)

Source: 1950 Census of Population



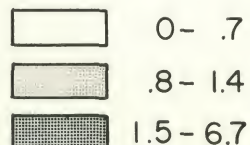


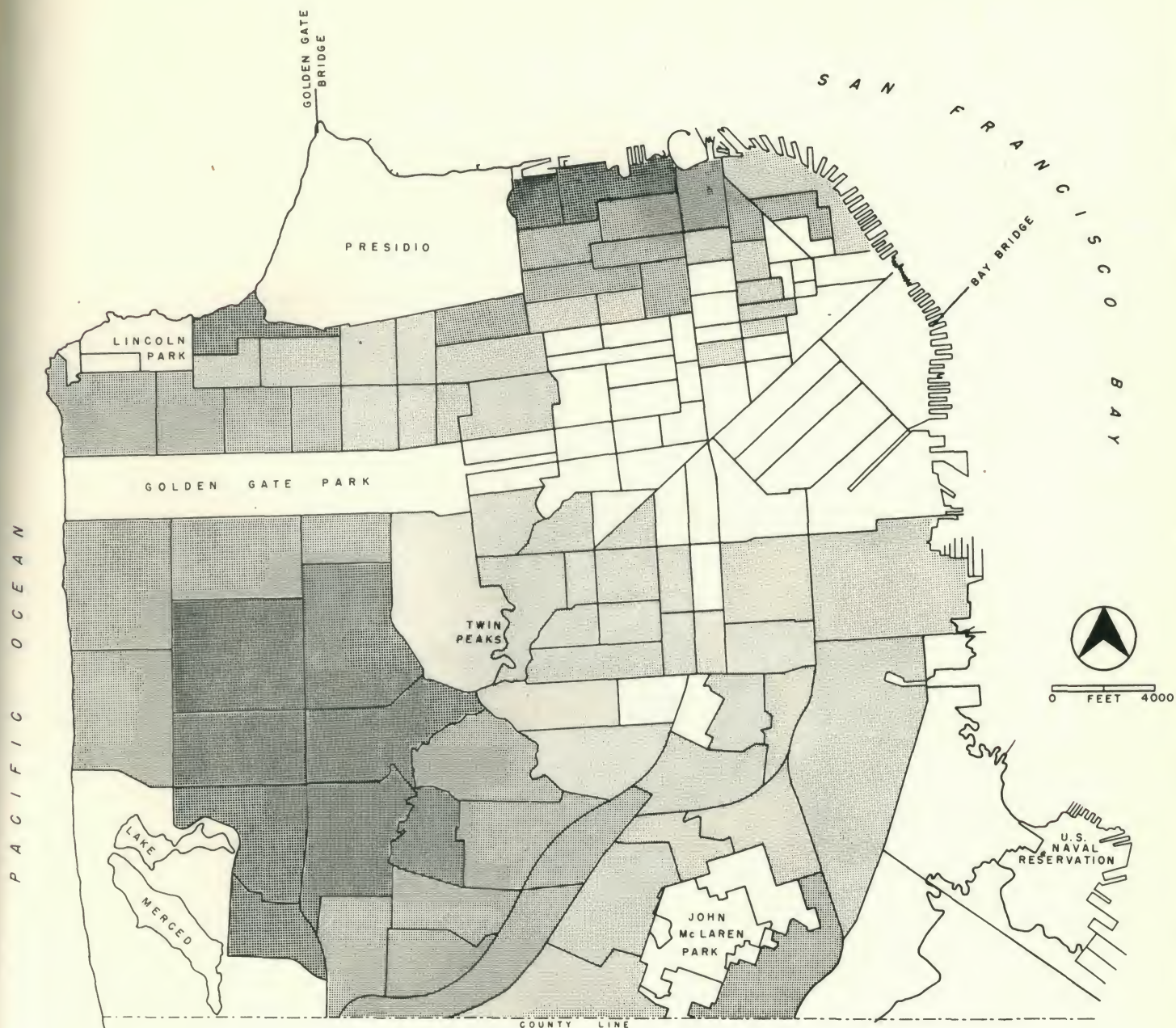
HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

TUBERCULOSIS

NUMBER OF CASES
PER 1,000 POPULATION
(BY CENSUS TRACT)

Source: San Francisco Department of Public Health
Tuberculosis Statistics 1950, 1951, 1952



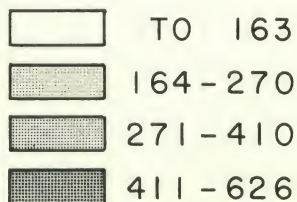


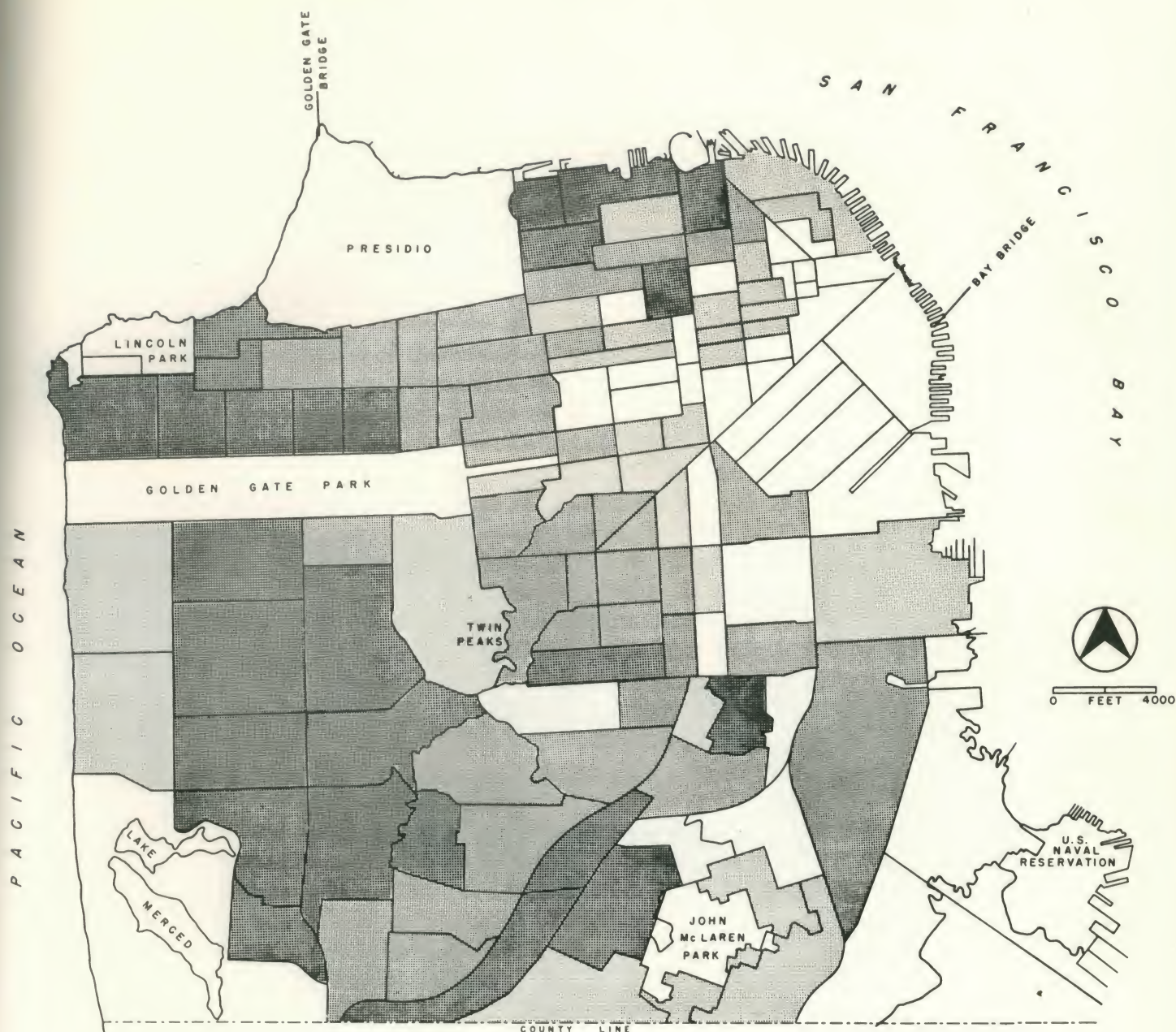
HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

INCOME

NUMBER OF HOUSEHOLDS
PER 1,000 HOUSEHOLDS
WITH INCOMES OVER \$5,000
(BY CENSUS TRACT)

Source: 1950 Census of Population.



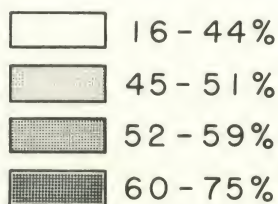


HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

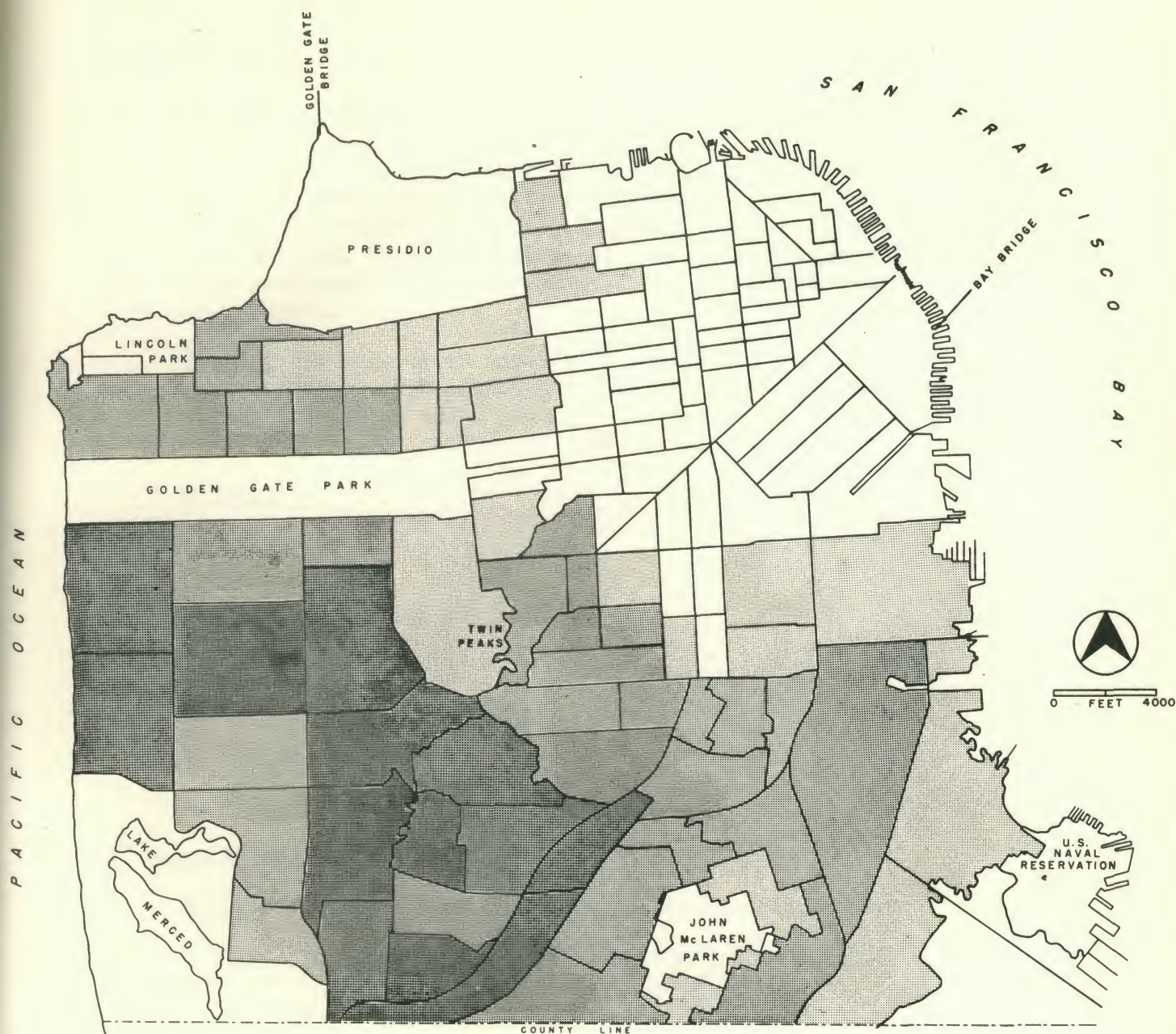
VOTING

PER CENT OF POPULATION OVER
21 VOTING IN 1950. (AN INDICA-
TION OF CITIZEN INTEREST)
(BY CENSUS TRACT)

Source: Registrar of Voters
1950 Census of Population



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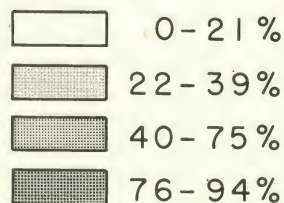


HOUSING AND NEIGHBORHOOD CONDITIONS OCCUPANCY CHARACTERISTICS

OWNER OCCUPANCY

PER CENT OF DWELLING
UNITS OWNER OCCUPIED
(BY CENSUS TRACT)

Source: 1950 Census of Population.
Not scored in index.



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This report is a classification of housing and neighborhood conditions in San Francisco, prepared since the passage of the Housing Act of 1954, in which emphasis is placed on the prevention of slums and urban blight. Federal assistance is available under this Act not only for the clearance and redevelopment of slum areas, but also for urban renewal projects which deal with the rehabilitation and renewal of deteriorating areas.

National recognition and leadership exist for a total effort for prevention of blight as well as for rehabilitation and eradication of run-down neighborhoods and poor housing conditions. President Dwight D. Eisenhower in his recommendation to the 83rd Congress concerning the Housing Act of 1954 made the following statements:

"In order to clear our slums and blighted areas and to improve our communities, we must eliminate the causes of slums and blight. This is essentially a program for our cities. However, federal assistance is justified for communities which face up to the problem of neighborhood decay and undertake long range programs directed to its prevention. The main elements of such programs should include:

"First: Prevention of the spread of blight into good areas of the community through strict enforcement of housing and neighborhood standards and strict occupancy controls.

"Second: Rehabilitation of salvable areas, turning them into sound, healthy neighborhoods by replanning, removing congestion, providing parks and playgrounds, reorganizing streets and traffic, and by facilitating physical rehabilitation of deteriorated structures.

"Third: Clearance and redevelopment of nonsalvable slums."

In order to qualify for federal assistance to urban renewal projects under the 1954 Housing Act, local communities are required to develop and put into operation a workable program using all means available to eliminate and prevent slums and urban blight. Such a workable program should include:

1. Voluntary repair and rehabilitation of buildings. Where properly pursued on a neighborhood basis, this may be the only action required to arrest deterioration.
2. Compulsory repair, rehabilitation or demolition of buildings by enforcement of health, sanitation and safety codes.
3. Acquisition of property and demolition of buildings where necessary to eliminate unsafe or insanitary conditions.
4. Disposition of any property acquired at its fair reuse value in accordance with the urban renewal plan.
5. Installation or reconstruction of necessary streets, utilities, parks, playgrounds and other improvements.

On December 20, 1945 by Resolution No. 2928, the City Planning Commission adopted a report on "The Redevelopment of Blighted Areas" as part of the Master Plan of San Francisco. This was the first official action under the State Community Redevelopment Law in establishing the process of redevelopment in San Francisco which involves the clearance and redevelopment of non-salvable slums with the aid of federal funds.

The purpose of this present study is to provide a general and more recent picture of housing and neighborhood conditions in San Francisco in order to determine the extent of action required to remedy undesirable conditions. It is intended to indicate where redevelopment action is needed, where rehabilitation projects are a more suitable remedy, where conservation activity is required, and where stable areas exist that should be protected. The report should serve as a guide to policy decisions on a city-wide program for urban renewal, and as such be of assistance in delineating urban renewal areas, determining the types of action under an urban renewal program, and establishing priorities for projects.

The scoring system used for this study measured structural deterioration, neighborhood environment, and conditions of occupancy by census tract throughout San Francisco. Characteristics were scored on a penalty basis with a total possible penalty of 89 points, 32 assigned to structural characteristics, 31 to neighborhood characteristics and 26 to occupancy characteristics. The following list shows the factors scored, and the maximum penalty assigned to each. A description of the items scored, the range of weight given each item, and the sources of data are given in Appendix I.

	<u>Maximum penalty</u>
<u>Structural characteristics</u>	<u>32</u>
Front and rear yards	5
Lot size and shape	5
Deterioration rate	5
Age of dwelling units	5
Dilapidation	4
Lot area, single family houses	5
Lot area, large apartments	3
<u>Neighborhood characteristics</u>	<u>31</u>
Mixed land use	7
Traffic accidents	6
Block size and shape	6
Neighborhood facilities	4
Traffic conditions	4
Street pattern	4
<u>Occupancy characteristics</u>	<u>26</u>
Overcrowding	4
Monthly rent	4
Tuberculosis	3
Non-white population	3
New residents	2
Income	5
Voting	<u>5</u>
Maximum total	89

The census tract was used as the scoring unit for this report because most of the data are available on a census tract basis. It must be kept in mind in making further detailed studies of neighborhoods that the census tract is a unit of statistical convenience, and not a planning unit. A tract may contain parts of several neighborhoods, each of which should be analyzed as a whole in making more precise studies and planning programs. Also, conditions in portions of a census tract may vary considerably from the numerical average for the entire tract which is scored in this index. This survey is intended to present a general picture of residential conditions throughout the city, and is not intended to pin-point individual conditions as only detailed planning studies can do.

It should be noted that some tracts are predominantly industrial and contain very few dwelling units: for example, K-5 in the South-of-Market area, and K-1 and A-1 along The Embarcadero. For this reason, Appendix II, Tabulation of Scores by Census Tract, gives the number of dwelling units in each tract.

As a result of the penalty scores in each tract, areas in the city were classified as suitable for redevelopment, rehabilitation, conservation or stable treatment.

Redevelopment is the replanning and clearance, with the use of public powers and funds, and the rebuilding, by private enterprise, of blighted areas. San Francisco has designated several redevelopment areas (see Plate 1) and two projects are in the final plan stage: Western Addition Approved Redevelopment Project Area A-1, and Diamond Heights Approved Redevelopment Project Area B-1. Areas with a penalty score of 60 or more were classified as suitable for redevelopment.

Structural characteristics

Penalties for absence of setbacks from front and rear lot lines and for deterioration rate were high in the entire area east of Van Ness and north of Market, in the Western Addition, and South-of-Market; medium to high in the Mission district; and low in most other areas, mostly single family neighborhoods. Penalties for size and shape of lot followed the same pattern but were not as high, except in a few hilly areas.

Only a few tracts received the maximum penalty for age of dwelling units--some in the Mission district and Western Addition, and all of the South-of-Market tracts. The majority of the city's tracts have a very low percentage of dilapidated dwelling units.

Penalties were consistently high in the Western Addition for single family dwellings with less than minimum lot size. Tracts in Chinatown received the highest penalty for multi-unit apartments having less than 300 square feet of lot area per dwelling unit.

Neighborhood characteristics

The distribution of penalties for neighborhood characteristics was similar to that for structural characteristics. For mixed land use, the highest penalties were in the South-of-Market area; high to medium penalties occurred east of Van Ness and in the Western Addition and parts of the Mission and Potrero-Bernal.

There were high penalties for traffic accidents and traffic conditions east of Van Ness, in the Western Addition, South-of-Market, and in parts of the Mission district.

Most areas showed some deficiencies in neighborhood facilities, but especially parts of the Western Addition, North Beach, Russian Hill, South-of-Market, and the Mission.

Hill areas received the greatest penalties for both block size and shape resulting in small, odd-shaped and irregular lots, and street pattern improperly related to topography.

Occupancy characteristics

The pattern of occupancy characteristics is not too different. High penalties for overcrowding and monthly rent under \$40 occur in Chinatown, North Beach, the Western Addition and South-of-Market, and to a lesser degree in the Potrero-Bernal, Bayview and Mission districts.

Tuberculosis, while occurring throughout the city, is more frequent in Chinatown, North Beach, Western Addition and South-of-Market.

Numbers of new residents are high in the downtown apartment district, Pacific Heights, Parkmerced and Stonestown, as well as the Western Addition and South-of-Market.

The incidence of incomes over \$5000 is greatest in the West of Twin Peaks District, and is also high in the Marina, and in parts of the Richmond District; low in Chinatown, the Western Addition and South-of-Market. This item was scored only when it was below the median for the city.

Voting (percentage of the population over 21 voting in general elections and elections where San Francisco bond issues were presented) was high in Pacific Heights, the Richmond, and most of the Sunset and West of Twin Peaks; low South-of-Market and the Western Addition, and lowest in Chinatown. Only tracts falling below the city median for voting received penalties.

Conclusions

The purpose of this study was to compare the quality of housing and neighborhoods on a city-wide basis. This has been done by a penalty scoring system with ranges denoting four classifications of living conditions, resulting in a pattern of three concentrations of very poor conditions (South-of-Market, the heart of the Western Addition, and Chinatown) within a larger rehabilitation area, in turn surrounded by conservation areas, with stable areas to the west.

Plate 2 generalizes the results of the study and indicates the condition of the various areas of the city. A line is shown on the plate between the residential community areas of the city, and that part of the city which is predominantly commercial or industrial and which contains few or no dwelling units. Census tracts in this working area were scored (see Appendix II), but except for those tracts in the residential concentration in the South-of-Market area, were not included in the generalized picture presented on the map.

The areas in poorest condition, shown in the darkest tone, should be considered suitable for redevelopment. These areas had scores within the range of 60 to 89 penalty points. These are the areas where living conditions are so undesirable that rebuilding is the best solution, or, in some cases, where residential uses should be removed to make land available for industry.

The rehabilitation areas, as shown on Plate 2, fell within a penalty score range of 40 to 59. These areas -- the inner Mission, Potrero Hill, most of the Western Addition, and most of the area east of Van Ness -- should be considered susceptible to blight. They need extensive attention

to prevent deterioration. Some pockets of very poor housing may even require redevelopment treatment. Reconditioning of structures through private action, enforcement of health, zoning, building and safety codes, provision of additional public facilities, and alleviation of traffic hazards are some of the elements of a rehabilitation program. The downtown apartment district is perhaps a special case, its rehabilitation score being due not so much to structural defects as to its inherent qualities of high density, mixed land use, heavy traffic, and population characterized by high mobility and a high proportion of single persons needing close-in rental accommodations.

Conservation areas, with 20 to 39 penalty points -- parts of the Marina, Richmond, Mission, and the southeast portion of the city -- and stable areas, with zero to 19 penalty points -- the outer Richmond, Sunset, and West of Twin Peaks communities -- need attention too, but of a different kind. Reliance will have to be placed on the residents of these areas to take the initiative in maintaining their neighborhoods. Zoning protection from inharmonious uses is a primary need and can be obtained through neighborhood vigilance. In many conservation areas the beginning effects of deterioration and neighborhood decline are showing and require an organized improvement program on the part of residents.

These results should not be startling to those who know the city. The findings emphasize, however, the need for study and attention to the extensive areas suitable for rehabilitation, ... and the need for an overall program and time schedule for measures to improve housing and neighborhood quality.

The feasibility and relative need for urban renewal in different areas will influence project selection. The nature of specific projects will depend on elements affecting the long term development of the city, the needs of the neighborhood and the condition of the structures within it, as developed in detailed studies and plans. A time schedule for undertaking urban renewal projects on a city-wide basis should be developed.

Finally, it should be emphasized that the result of the scoring system used in this study is a generalization which emphasizes the overall picture but omits the details. Only field investigation and detailed studies in each neighborhood will reveal needs and conditions accurately within each area. This study shows the possible extent of an urban renewal program in San Francisco and can be used as a guide in the selection of areas for further studies leading to the preparation of urban renewal plans.